

JSER GUIDE

**ODonnell Consent Decree Public Dashboard** 

September 13th, 2022

# **ODONNELL CONSENT DECREE PUBLIC DASHBOARD USER GUIDE**

## INTRODUCTION AND BACKGROUND

#### About the ODonnell Consent Decree

Texas law distinguishes between felony and misdemeanor offenses. Felonies are handled in District Courts and—depending on the degree of crime at issue—are punishable by imprisonment for a period between 180 days and 99 years or life and a fine of up to \$10,000.¹ Misdemeanors are generally handled by the County Criminal Courts at Law and—depending on the class of the crime at issue—are punishable by confinement in jail for up to one year and a fine of up to \$4,000.²

In Harris County, magistrate judges generally set bail for both felony and misdemeanor offenses. These magistrate judges are called "criminal law hearing officers" and are appointed by a board of three judges from the Harris County District Courts, three judges from the Harris County Criminal Courts at Law (CCCL), and three Justices of the Peace.<sup>3</sup> In making bail decisions, these magistrates hear from the District Attorney's Office (DAO) and a defense lawyer about the defendant's flight risk and danger to the community. This has not always been the case, however. Historically, defendants were often unrepresented by counsel at these bail hearings, and bail bonds were de facto detention orders imposed without the due process required under the US Constitution. A defendant who could pay bail was released, and a defendant who could not pay bail remained in the Harris County Jail until their case was resolved.<sup>4</sup> That practice incentivized "presumptively innocent people to plead guilty merely to expedite their release from custody."<sup>5</sup>

On September 1, 2016, Harris County's misdemeanor bail practices were challenged in federal court over alleged constitutional violations. On November 21, 2019, the parties to that litigation entered into a consent decree, named after the lead plaintiff in the case and generally referred to as "the *ODonnell* Consent Decree."

The *ODonnell* Consent Decree changed Harris County's misdemeanor bail practices in various ways. Before the *ODonnell* consent decree, a defendant who was homeless had no criminal record, and was charged with criminal trespass for something as simple as sleeping at a gas station could be held until their trial at the Harris County

https://jad.harriscountytx.gov/Portals/70/documents/ODonnell Consent Decree CJ-TX-0010-0025.pdf.

<sup>&</sup>lt;sup>1</sup> TEX. PENAL CODE §§ 12.32–35, <a href="https://statutes.capitol.texas.gov/Docs/PE/htm/PE.12.htm">https://statutes.capitol.texas.gov/Docs/PE/htm/PE.12.htm</a>. Capital felonies are also punishable by death. TEX. PENAL CODE § 12.31, <a href="https://statutes.capitol.texas.gov/Docs/PE/htm/PE.12.htm">https://statutes.capitol.texas.gov/Docs/PE/htm/PE.12.htm</a>.

<sup>&</sup>lt;sup>2</sup> TEX. PENAL CODE §§ 12.21–22, <a href="https://statutes.capitol.texas.gov/Docs/PE/htm/PE.12.htm">https://statutes.capitol.texas.gov/Docs/PE/htm/PE.12.htm</a>. Class C misdemeanors are punishable only by fine and are thus irrelevant to a discussion of bail. See Tex. Penal Code § 12.23, <a href="https://statutes.capitol.texas.gov/Docs/PE/htm/PE.12.htm">https://statutes.capitol.texas.gov/Docs/PE/htm/PE.12.htm</a>.

<sup>&</sup>lt;sup>3</sup> Tex. Gov't Code § 54.852, <a href="https://statutes.capitol.texas.gov/Docs/GV/htm/GV.54.htm">https://statutes.capitol.texas.gov/Docs/GV/htm/GV.54.htm</a>.

<sup>&</sup>lt;sup>4</sup> See Nicole Hensley & Samantha Ketterer, "How Bail and Bond Work in Harris County," Houston Chronicle, July 9, 2021, <a href="https://www.houstonchronicle.com/news/investigations/article/How-bail-and-bond-work-in-Harris-County-16302538.php">https://www.houstonchronicle.com/news/investigations/article/How-bail-and-bond-work-in-Harris-County-16302538.php</a>.

<sup>&</sup>lt;sup>5</sup> Position of District Attorney Kim Ogg About Bail Bond Litigation Pending in the United States District Court at 2, *ODonnell v. Harris Cty.*, 251 F. Supp. 3d 1052 (No. 4:16-cv-01414), <a href="https://www.courthousenews.com/wp-content/uploads/2017/03/OggBrief.pdf">https://www.courthousenews.com/wp-content/uploads/2017/03/OggBrief.pdf</a>.

ODonnell v. Harris Cty., 251 F. Supp. 3d 1052, 1160 (S.D. Tex. 2017), aff'd as modified, 892 F.3d 147 (5th Cir. 2018).

<sup>&</sup>lt;sup>7</sup> Consent Decree, *ODonnell v. Harris Cty.* (No. 4:16-cv-01414, S.D. Tex., November 21, 2019),

<sup>&</sup>lt;sup>8</sup> See generally "Case Profile: ODonnell v. Harris County," Civil Rights Litigation Clearinghouse, University of Michigan, updated February 21, 2020, <a href="https://www.clearinghouse.net/detail.php?id=15377">https://www.clearinghouse.net/detail.php?id=15377</a> (summarizing the litigation and its effects).

Jail. Depending on a variety of factors, they may have been held at the jail for several months—potentially longer than the maximum jail sentence of 180 days—simply based on an inability to pay whatever bond amount was set by the magistrate. Under the *ODonnell* Consent Decree, a first-time offender like this hypothetical homeless person is released in fewer than 48 hours without having to pay any cash bail.

The *ODonnell* Consent Decree also requires that certain information be published publicly. The *ODonnell* Consent Decree Public Dashboard is intended to address that requirement by promoting transparency and accountability of the reports presented by the *ODonnell* Consent Decree. This user guide is designed to assist in the navigation of the dashboard.

The dashboard is available on the Office of Justice and Safety's (OJS) website, found on the Data page: <a href="https://ojs.harriscountytx.gov/Data">https://ojs.harriscountytx.gov/Data</a>.

The *ODonnell* Consent Decree applies only to misdemeanors. It has no effect on Harris County's felony bail practice, though there is a pending case in federal court challenging the constitutionality of certain Harris County felony bail practices.<sup>10</sup>

### Section 89 of ODonnell Consent Decree

Within the *ODonnell* Consent Decree, Harris County, the Harris County Sheriff, and the judges of the Harris County Criminal Courts at Law are referred to as "the Defendants." In addition, the *ODonnell* Consent Decree requires an independent monitor (Monitor) to oversee the implementation of its terms and report on whether its requirements have been met. The information presented in the *ODonnell* Consent Decree Public Dashboard is modeled on section 89 of the *ODonnell* Consent Decree, which is reproduced in full below. The portions in orange text are included in the current version of the dashboard.

If feasible and not cost-prohibitive, all of the following information will be published publicly through the Data Platform as required by Section 88. All such information will preserve and maintain compliance with applicable state and federal laws concerning the confidentiality of information. Defendants will work with the Monitor, as necessary, to identify and define any additional measures and outcomes on which Defendants will report to the public to facilitate transparency and accountability in meeting the goals and requirements of this Consent Decree and the frequency with which Defendants will report on those measures and outcomes. Note: as of 9/6/2022, the dashboard included the measures highlighted in orange. Additional measures will be added in the future.

<sup>&</sup>lt;sup>9</sup> Consent Decree at 41–43, <a href="https://jad.harriscountytx.gov/Portals/70/documents/ODonnell\_Consent\_Decree\_CJ-TX-0010-0025.pdf">https://jad.harriscountytx.gov/Portals/70/documents/ODonnell\_Consent\_Decree\_CJ-TX-0010-0025.pdf</a>.

<sup>&</sup>lt;sup>10</sup> See generally Russell v. Harris Cty., No.4:19-cv-00226 (S.D. Tex. Nov. 10, 2020); see also "Case Profile: Russell v. Harris County," Civil Rights Litigation Clearinghouse, University of Michigan, updated September 27, 2020, <a href="https://www.clearinghouse.net/detail.php?id=17456">https://www.clearinghouse.net/detail.php?id=17456</a> (summarizing the litigation to this point in the case).

<sup>&</sup>lt;sup>11</sup> Consent Decree at 1, <a href="https://jad.harriscountytx.gov/Portals/70/documents/ODonnell\_Consent\_Decree\_CJ-TX-0010-0025.pdf">https://jad.harriscountytx.gov/Portals/70/documents/ODonnell\_Consent\_Decree\_CJ-TX-0010-0025.pdf</a>.

<sup>&</sup>lt;sup>12</sup> Consent Decree at 44–45, <a href="https://jad.harriscountytx.gov/Portals/70/documents/ODonnell Consent Decree CJ-TX-0010-0025.pdf">https://jad.harriscountytx.gov/Portals/70/documents/ODonnell Consent Decree CJ-TX-0010-0025.pdf</a>.

<sup>&</sup>lt;sup>13</sup> Consent Decree at 41–43, <a href="https://jad.harriscountytx.gov/Portals/70/documents/ODonnell Consent Decree CJ-TX-0010-0025.pdf">https://jad.harriscountytx.gov/Portals/70/documents/ODonnell Consent Decree CJ-TX-0010-0025.pdf</a>.

- a. The misdemeanor pre-trial and post-conviction jail population, excluding detainees who are subject to holds and/or concurrent felony charges;
- b. The percent of misdemeanor arrestees detained at disposition;
- c. Total number of people arrested for misdemeanor offenses;
- d. Total number of people cited and released for misdemeanor offenses;
- e. Total number of misdemeanor cases filed;
- f. Total number and percent of misdemeanor arrestees who fell into the carve-out categories and, separately, the non-carve-out categories;
- g. Total number of arrestees in each carve-out category;
- h. Total number and percent of misdemeanor arrestees released on a General Order Bond:
- i. Total number of bail hearings that occurred in the Joint Processing Center;
- j. Total number of bail hearings that occurred in the CCCL;
- **k.** Total number of arrestees who had a bail hearing and remained detained longer than 24 hours after arrest, and the length of time each arrestee was detained;
- Total number of arrestees required to pay secured money bail as a condition of release, and, of that number, the total number who did not pay the secured bail amount
- **m.** Total number of people detained 24 hours or longer who were not detained for any reason other than a pending misdemeanor charge;
- n. Total number of arrestees:
  - i. Assigned to pretrial supervision;
  - ii. Assigned to electronic monitoring;
  - iii. Required to report in person at Pretrial Services;
  - iv. Required to undergo any drug testing;
  - v. Required to undergo any form of mental health treatment; and
  - vi. Whose release was conditioned on home detention;
- o. Total number of bond forfeitures;
- p. Total number of bond revocations;
- q. The length of time to disposition for people released on different bond types;
- **r.** Median time to disposition for people detained at disposition;
- s. Median time to disposition for people released at disposition;
- t. Number and percent of cases resulting in a guilty finding, broken out by whether the misdemeanor arrestee was detained or released at disposition;
- **u.** Number and percent of cases resulting in dismissal, broken out by whether the misdemeanor arrestee was detained or released at disposition;
- Number and percent of cases resulting in community supervision, broken out by whether the misdemeanor arrestee was detained or released at disposition;
- w. Number and percent of cases in which the misdemeanor arrestee was sentenced to jail time, broken out by whether the misdemeanor arrestee was detained or released at disposition;
- x. Number and percent of cases in which a motion for a high bond was filed, and, if generated, the final risk assessment score for each misdemeanor arrestee who was the subject of such a motion;

- y. Number and percent of cases in which a motion to detain a misdemeanor arrestee was filed, the offense with which the misdemeanor arrestee was charged, and, if generated, the final risk assessment score for each misdemeanor arrestee who was the subject of such a motion; and
- z. Any other data analysis the Monitor determines is required to adequately understand how the County's pretrial system works.

## **DEFINITIONS**

#### Common Terms used in Dashboard

**Bail:** The security given by the accused that he will appear and answer before the proper court the accusation brought against him. This includes a bail bond or personal bond.

**Bail Bond or Bond:** A written agreement entered into by a defendant and his sureties for the appearance of the defendant before the court or magistrate to answer a criminal accusation.

**Secured Bond:** A bail bond that requires, as a condition of release from jail, "security" to ensure the charged individual meets his/her obligations under the bond, which can include security in the form of cash or assets. **Unsecured Bond:** A bail bond that requires no "security" as a condition of release from jail and is essentially a promise to appear. These bonds are sometimes called "Personal Recognizance" (PR) or "Personal" bonds.

**Bond Forfeiture:** The mechanism by which a judgment is entered against a defendant who fails to appear in court as required. When a bail bond or personal bond is forfeited, the State of Texas is entitled to recover from the defendant or the defendant's sureties the amount of money that was pledged at the time bail was approved.

**Bond Revocation:** The mechanism by which a defendant is rearrested after a judge or magistrate overseeing their case determines that the defendant's bond is defective, excessive, insufficient, or otherwise improper. The judge or magistrate must then approve a new bond that they deem proper, except for a handful of circumstances laid out in Chapter 17 of the Texas Code of Criminal Procedure that allow a defendant to be held without bail pending trial.

**Community Supervision:** The placement of a defendant by a court under a continuum of programs and sanctions, during which (A) criminal proceedings are deferred without an adjudication of guilt (**Deferred Adjudication**), or (B) an adjudication of guilt has already occurred, but the sentence of imprisonment or confinement is probated, and the imposition of sentence is suspended in whole or in part (**Probation**).

**General Order Bond (GOB):** The systematic, immediate release of qualifying misdemeanor defendants charged with certain non-violent offenses, pursuant to an unsecured or personal bond, provided that the defendant has no outstanding warrants, is not on probation or on supervision in another pending case at the time of the arrest, and has no prior violent offense convictions.

Harris County Misdemeanor Bail Reform: A series of policy modifications implemented in Harris County between 2017 and early 2020, that changed bail policies and sought to bring fairness to the practices of setting bail in misdemeanor cases. Previously, those accused of misdemeanors frequently could not afford bail and remained incarcerated until they plead guilty and were released. Oftentimes their guilty pleas were motivated primarily by the fact that the accused individual could not afford to pay bail and felt coerced to plead guilty in exchange for their freedom.

**ODonnell v. Harris County:** ODonnell is a class-action lawsuit brought against Harris County in the United States District Court, Southern District of Texas, challenging the constitutionality of misdemeanor bail practices in Harris County. The parties reached a settlement agreement in November 2019 that provided for the systematic release of low-level misdemeanor defendants who had not been convicted of the charged offense, and who were not the subject of an active warrant. One of the touchstones of the agreement is the input and involvement of Harris County residents and the Monitor, who ensures structured reform by continually monitoring, evaluating, and improving the misdemeanor bail practices in Harris County.

**Rule 9:** Following an appeal of *ODonnell* v. Harris County to the US Court of Appeals for the Fifth Circuit, the parties agreed to the *ODonnell* Consent Decree, including Amended Local Rule 9 of the Harris County Criminal Courts at Law—which rescinded the secured money bail schedule, and provided a new set of misdemeanor bond procedures, requiring prompt release of most misdemeanor arrestees except for five carve-out categories of arrestees. The court approved the amended rule, which took effect on February 16, 2019.

Rule 9 Carve-outs: The set of misdemeanor offenses described in Local Rule 9.4 for which a person may be detained for up to 48 hours to have an individualized bail hearing. All other misdemeanor arrestees must be released on a personal bond or non-financial conditions as soon as practicable after arrest.

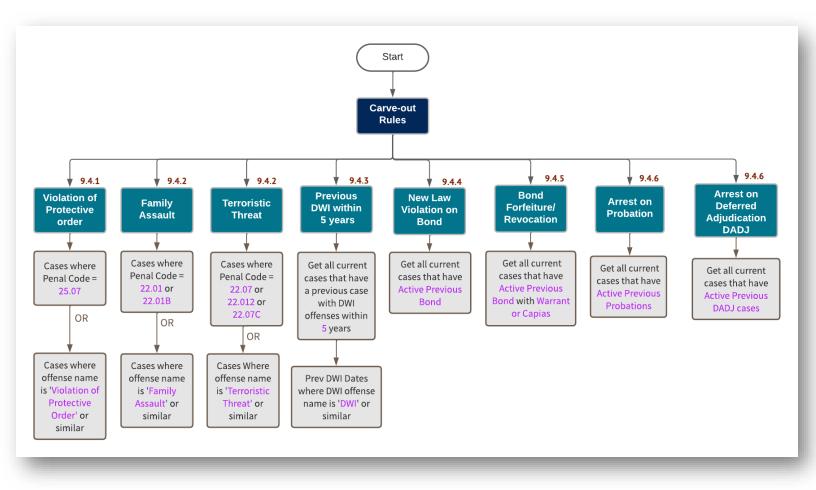
## **Rule 9 Carve-out Categories**

#### Laws related to Rule 9 Carve-out

### Harris County Criminal Courts at Law Rules of Court

- 9.4. All misdemeanor arrestees must be released on a personal bond or on non-financial conditions as soon as practicable after arrest, except those who fall within the following categories, who may be detained for up to 48 hours for an individualized hearing:
  - 9.4.1 Individuals arrested and charged under Penal Code § 25.07;
  - 9.4.2 Individuals arrested and charged under Penal Code § 22.01, against a person described in Penal Code § 22.01(b)(2), or individuals arrested and charged under Penal Code § 22.07(c)(1) and (§ 22.012);
  - 9.4.3 Individuals arrested and charged under Penal Code § 49.04 and who the State gives notice may be subject to Penal Code § 49.09(a) for a conviction that became final within the past five years;
  - 9.4.4 Individuals arrested and charged with any new offense while on any form of pretrial release;
  - 9.4.5 Individuals arrested on a capias issued after a bond forfeiture or bond revocation; and
  - 9.4.6 Individuals arrested while on any form of community supervision for a Class A or B misdemeanor or a felony offense.
  - 9.5 Any person arrested for the reasons described in Local Rule 9.4.1-9.4.6 may be kept in custody pending an individualized hearing before a judicial officer. Any judicial officer who makes decisions about conditions of release, including the Harris County Criminal Law Hearing Officers, must have complete discretion to release on a personal bond any misdemeanor arrestee prior to an individualized hearing.
  - 9.6 Secured money bail must not be imposed as a condition of release prior to a bail hearing that meets the requirements of Local Rule 9.12.

## **Calculations of Rule 9 Carve-out**



#### **NAVIGATING THE DASHBOARD**

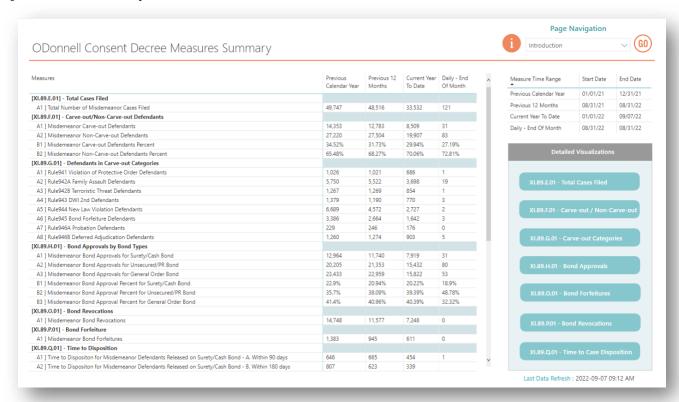
## Measures used in the ODonnell Consent Decree Public Dashboard

The *ODonnell* Consent Decree Public Dashboard currently addresses seven measures. The remaining measures will be added in subsequent phases. The seven measures currently addressed are organized into the following four tabs, with the part of Section 89 of the *ODonnell* Consent Decree to which they correspond listed alongside them in orange:

- 1) Measure Summary: Summary of measures across various timeframes.
- 2) Cases Filed and Case Disposition Details:
  - a) Total misdemeanor cases filed. Section 89(e).
  - b) Time to disposition for misdemeanor defendants released on bond. Section 89(q).
- 3) Bond Approvals and Bond Failures:
  - a) Total misdemeanor bond approvals by bond type. Sections 89(h).<sup>14</sup>
  - b) Total misdemeanor bond forfeitures and revocations. Sections 89(o) and (p).
- 4) Carve-out Details by Cases and Defendants:
  - a) Total number and percentage of misdemeanor arrestees in carve-out categories. Section 89(f).
  - b) Total number and percentage of misdemeanor cases filed in carve-out categories.
  - c) Total number of misdemeanor arrestees in each carve-out category. Section 89(g).
  - d) Total number of misdemeanor cases filed in each carve-out category.

<sup>&</sup>lt;sup>14</sup> This portion of the *ODonnell* Consent Decree Public Dashboard also covers a portion of Section 89(I) by showing the total number of arrestees required to pay secured money bail. It does not, however, address the second part of that subsection by breaking down the number of arrestees who did not pay the required amount. *See* Consent Decree at 42, <a href="https://jad.harriscountytx.gov/Portals/70/documents/ODonnell Consent Decree CJ-TX-0010-0025.pdf">https://jad.harriscountytx.gov/Portals/70/documents/ODonnell Consent Decree CJ-TX-0010-0025.pdf</a>.

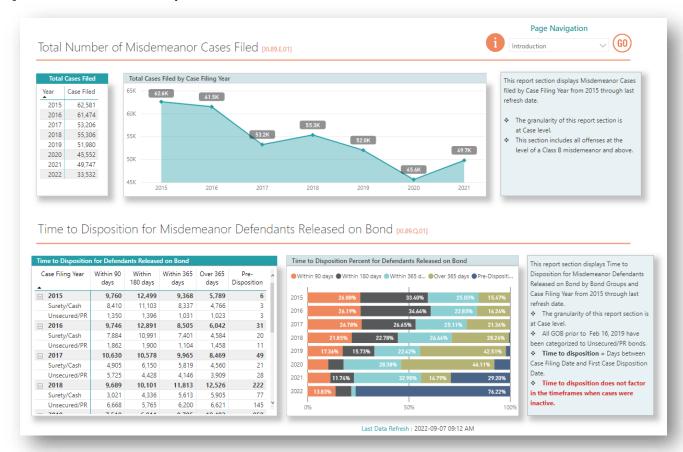
## 1] Measure Summary Tab



The measures summary page provides the measure values and percentages across five timeframes:

- Previous Calendar Year
- Previous 12 Months
- Current Year to Date
- Daily (Values are updated at the end of each month.)

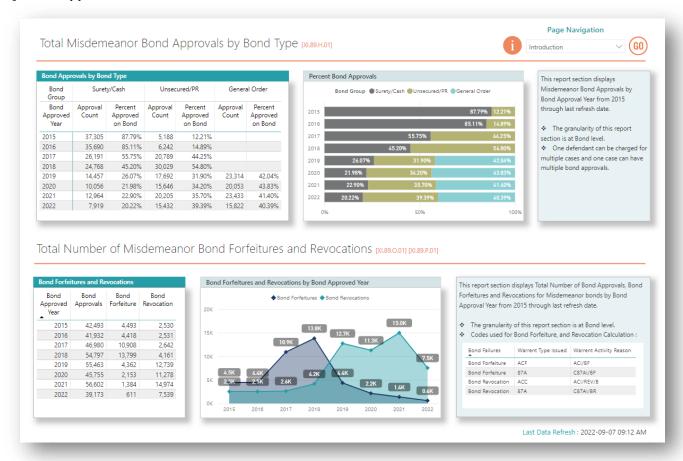
## 2] Case Filed and Case Disposition Details Tab



## This section provides data on

- Total Number of Misdemeanor Cases Filed by case filing year beginning in 2015
  - The granularity of this section is at the case level
  - o It includes all offenses at the level of a Class B misdemeanor and above
- Time to Disposition for Misdemeanor Defendants Released on Bond by bond groups and case filing
  year beginning in 2015. Time to disposition is calculated as days between the case filing date and the
  first case disposition date
  - The granularity of this report section is at the case level.
  - All GOBs approved before Feb 16, 2019, have been categorized as unsecured/personal bonds.
  - Time to disposition does not factor in the timeframes when cases were inactive.
  - Bond Groups:
    - Surety/Cash: Surety bonds are bonds posted through approved Harris County bonding companies. Cash bonds are the full amount of the bond posted by cash, cashier's check, or money order.
    - Unsecured/Personal: Unsecured or personal bonds are bonds where the defendant's release is based on his promise that they will appear in court, and no security is required.
    - GOB: The systematic, immediate release of qualifying misdemeanor defendants charged with certain non-violent offenses, pursuant to an unsecured or personal bond, provided that the defendant has no outstanding warrants, is not on probation or on supervision in another pending case at the time of the arrest, and has no prior violent offense convictions.

## 3] Bond Approvals and Bond Failures Tab



## This section provides data on

- Total misdemeanor bond approvals by bond type and bond approval year beginning in 2015
  - o The granularity of this report section is at the bond level.
  - One defendant can be charged for multiple cases, and one case can have multiple bond approvals.
- Total number of bond approvals, bond forfeitures, and bond revocations by bond approval year beginning in 2015
  - The granularity of this report section is at the bond level.
  - o Bond approvals is the count of bonds approved for the given bond approved year.
  - Bonds revocations are identified with the following codes:

Warrant Type issued	Warranty Activity reason
ACC	ACI/REV/B
87A	C87AI/BR

Bond Forfeitures are identified with the following codes:

Warrant Type issued	Warranty Activity reason
ACF	ACI/BF
87A	C87AI/BF

## 4] Carve-out Details by Cases and Defendants Tab



### This section provides carveout data on

- Total number and percentage of misdemeanor arrestees in carve-out categories.
- Total number and percentage of misdemeanor cases filed in carve-out categories.
- Total number of misdemeanor arrestees in each carve-out category.
- Total number of misdemeanor cases filed in each carve-out category.
- The total carve-out numbers will add up to more than the total numbers of defendants and cases filed because each charge can fall under multiple carve-out categories.
- ➤ Carve-out categories calculation logic is derived from Rule 9 and does not represent the actual counts.
- Values of 942B Terroristic Threat may be overestimated because the source system categorizes terroristic threats against family and public servants into one section of the Texas Penal Code.<sup>15</sup>

## 5] Definitions and About Tab

- About Tab: This section provides basic information, outlines, and relevant disclaimers regarding the information presented in the dashboard.
- 5.1] Definitions Tab: This section provides definitions of common terms used in the dashboard
- 5.2] Rule 9 Carve-out Tab: This section contains the algorithms used for the calculation of Rule 9 carveout.

<sup>&</sup>lt;sup>15</sup> TEX. PENAL CODE § 22.07(c), https://statutes.capitol.texas.gov/Docs/PE/htm/PE.22.htm.

We hope you find this guide useful. For any questions about the dashboard, please contact jad@jad.hctx.net. For interview requests, to receive more educational and informational materials from the Harris County Office of Justice and Safety, or to receive our newsletter, please reach out to media@jad.hctx.net.